

THE TERRITORIAL PAPERS OF THE UNITED STATES

Compiled and edited by
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The Territory of Michigan
1805-1820



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cation, by which traders may introduce their Goods into the Mississippi and Missouri Country from the British dominions. One is by the way of Chicago and down the Illinois; Another by the way of Green Bay up the Fox River and down the Ouisconsin, This has been the great thoroughfare along which goods have been taken. Immense quantities have been smuggled to the Mississippi and it is calculated that not more than One third part of those sold in the Indian Country, ever pay duties.

The establishment of a post at Green Bay and at Prairie du Chien will close this line of Communication. Another at Chicago will effect the same object upon the Illinois. There will then remain a route to be taken, which has heretofore been little used. It is up a small river which enters Lake Superior near the Grand Portage and along a number of small Lakes with portages to the heads of the Mississippi. I am informed by intelligent men that this is the only route, after closing those by Chicago and Green Bay, which is practicable.

If British Traders are eventually to be excluded a post near the Grand Portage will be necessary to effect this object. Should other considerations render their admission proper the post would still be necessary to ensure a collection of the duties and to enforce the regulations proper to be adopted. A display of the power of the United States in that remote quarter would be productive of Salutory effects upon the minds of the Indians.

Should it be deemed proper to establish a post in that country the previous arrangements should be made this fall, in order that we be ready to proceed at the opening of the navigation.

I am inclined to believe, if these posts are all established and proper regulations adopted at the various agencies, that British traders may be admitted without very serious inconvenience. Certain I am that their admission will not be attended with the same evils, which have heretofore been experienced.

Mr. Jouitt the agent for Green Bay has arrived here. He has been long acquainted with Mr. Kinzie, whom I recommended to you for the appointment of Agent at Chicago. I have requested Mr. Jouitt to address you upon the subject.

Very respectfully Sir I have the Honor to be Yo: Mo: obt: Sev:
LEW CASS.

HON: A. J. DALLAS Acting Sec^y of War

[Endorsed] Detroit 20th July 1815 Gov^r Lewis Cass Giving a view of Indian Affairs and the Steps necessary to restore & keep them tranquil &c Aug 1815

[Enclosure]

Recommendation by Governor Cass on Indian Posts

The Governor of the Michigan Territory has the honor to submit to the Secretary of War the following propositions.

1. *That in addition to the Agencies at Green Bay and Fort Wayne, Agencies be established at Michilimackinac & Chicago for reasons stated in my letter to the War Department of the [blank] instant*

The agencies thus established will encircle the Country to which access from the British dominions is most easy, they will guard the great points of Communication and they will be enabled to watch and check hostile movements. The expense at each Agency including an Agent, an Interpreter and an Armourer will not exceed \$2400 and the advantages will be great and permanent.

2. *That the four Agencies thus established be directed to report to and receive instructions from the Superintendent of Indian Affairs at this place.*¹⁰

¹⁰ The Michigan superintendency was organized along the lines here recommended by Cass, but its boundaries, as well as the boundaries of the agencies which composed it, were not at once delimited. Agents had previously been appointed to serve particular tribes and as the limits of the tribal grounds were frequently ill-defined, the jurisdictions of neighboring agencies sometimes overlapped. In 1817, a jurisdictional dispute between the agents at Green Bay and Michilimackinac led Cass to set up more definite boundaries. In a circular to the agents of Apr. 22, 1818, the extent of each agency was described (NA, ID, OIA, Cass Let. Bk. 2). The Detroit agency extended northeast to the River Au Sable, west to the east-west watershed, and south to include the Ottawa and Chippewa of the Miami River and Lake Erie. Michilimackinac agency extended southeast to the River Au Sable, south on the eastern shore of Lake Michigan to Dead Man's River. The determination of the western boundary adjoining the Green Bay agency was left to the agents concerned. The latter agency extended south along the western shore of Lake Michigan to the Milwaukee River, and included the Indians at Green Bay, its islands and rivers, west to the Fox and Wisconsin River portage. The Chicago agency bordered Lake Michigan from Dead Man's River on the eastern side to the Milwaukee River on the west. It was separated from the Fort Wayne agency by a line drawn north from Tippecanoe to the Kankakee River, up that river to Oak Point, thence to Cow Pen, thence to Moran's Village. Oak Point was near the source of the Kankakee, Cow Pen or Parc aux Vaches was between present South Bend and Niles, Michigan, and Moran's Village was about 35 miles east of Cow Pen. From Moran's Village the line ran southeast to a point about 10 miles south of the northeast corner of present-day Indiana (NA, ID, OIA, Tipton map of the Fort Wayne agency, 1824). The Piqua (Ohio) agency included all the Wyandot, Seneca, and Shawnee in Ohio, the Ottawa of Blanchard's Fork, and the Delaware of White River.

Cass did not attempt to prescribe the exterior boundaries of his superintendency. In the circular referred to above he said: "This subject must be referred to the discretion of the Agents thus situated, and the extent of their authority and duties with relations to other agencies must depend upon circumstances and upon their Views of the public interest." Stickney, at Fort Wayne, had previously set the southern limits of his agency at a line drawn from Fort Winchester to Fort

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The propriety of an immediate superintending head among coordinate authorities is obvious. In this case it is absolutely necessary.

A mutual intercourse among the agencies is essential to a correct knowledge of what is passing in the Indian Country. Heretofore persons have applied for licenses at One Agency and in case of refusal in consequence of Misconduct have gone to another Agent and been licensed.

St. Mary's to the head of Whitewater River. Jouett, at Chicago, had described the southern limit of his agency as the mouth of the Kankakee on Illinois River, and the western limits at Fox River (Stickney to Cass, June 24, 1817, and Jouett to *id.*, July 8, 1817, NA, ID, OIA, Cass Let. Bk. 2).

The agencies of the Mississippi and Missouri River region were organized under Clark as superintendent in 1822. Prairie du Chien agency had previously (1820) been placed under the jurisdiction of the governor of Missouri Territory. However, the northern agencies of the Mississippi tributary system were placed under the Michigan superintendency with the creation of the Sault Ste. Marie agency in 1822 with Schoolcraft as agent. This agency extended from the mouth of St. Mary's River through Lake Superior to the Mississippi and extended south to the boundary of the Sioux country. A subagency of the Michigan superintendency was established at the portage of Fox and Wisconsin Rivers in 1828. In the case of such border agencies, jurisdiction was determined largely by considerations of facilities of communication. Thus the Peoria subagency was established in 1821 and attached to the Chicago agency. On request of the subagent, it was transferred to the St. Louis superintendency the following year. Rock Island subagency was first under Clark, then under the Michigan superintendency, and finally (1832) returned to its original jurisdiction.

Subagencies were created, enlarged, and then merged or discontinued as the needs for their functions waned with the gradual migration of the tribes to the westward. In 1830, the Michigan superintendency comprised the following agencies: Ohio Agency, subagents at Wapakonetta, Upper Sandusky, and Seneca; Indiana Agency, subagents at Fort Wayne and Kankakee; Chicago Agency, subagents at Chicago and St. Joseph; Green Bay Agency, subagent at Green Bay; Michilimackinac Agency, no subagent; Sault Ste. Marie Agency, subagents at the Sault and at La Pointe; Detroit Agency, subagent at Detroit, subagent for the Ottawa, Chippewa, and Potawatomi, subagent for the Wyandot, Shawnee, Delaware, and Muncie, and an assistant agent at Grand River. The subagents at Fort Winnebago and Maumee were apparently directly responsible to Cass, as shown by Cass's estimates of expenditures for 1830 (NA, OIA, Let. Recd., 1830).

The Michilimackinac and Sault Ste. Marie agencies were united under Schoolcraft in 1832 (Herring to Porter, Apr. 10, 1832, NA, ID, OIA, Let. Bk. 8). The act approved June 30, 1834 (4 STAT. 735-738), provided for the termination of the authority of the Michigan governor as superintendent of Indian affairs when the territory west of Lake Michigan should be created a territory, and placed the administration of all Indian affairs in Michigan Territory under one agency. By order of the Secretary of War, July 7, 1834 (NA, ID, OIA, Let. Bk. 13), the combined Sault Ste. Marie and Michilimackinac agencies included "all the Indians and Indian country on the peninsula of Michigan, from the mouth of Thunder Bay river, round the shore of the lakes, to the White River of Lake Michigan. It will also include the Islands of Lake Huron, and the peninsula between Lake Superior, Lake Michigan, and Lake Huron, as far west as the Monistick river. And all the country upon Lake Superior, and all the region possessed by the Chippewa Indians, comprehending the upper Mississippi. The lines estab-

To prevent this each Agent should be directed to grant licenses within certain specified limits only. Without this mutual association it is difficult to class the Indians, to know any thing of influential Chiefs whether friendly or disaffected or in short to adopt any general permanent system in Our intercourse with them.

3. *That Subagencies be established among the Wyandots at upper Sandusky, among the Shawnese at Waupaukaunetta and at such other places as may be found necessary to report in the same manner.*

lished by the treaty of Prairie du Chien, in 1825, between the Chippewas and Sioux, and the Chippewas, and Menomonees, and Winnebagoes, will form the boundaries of this agency." The Indian country south of the combined agencies in Michigan Territory, the former Detroit agency, was created a subagency. The duties of the Superintendent of Indian Affairs for Michigan were assigned to Schoolcraft by the Secretary of War in a letter of July 2, 1836 (NA, ID, OIA, Let. Bk. 19). Following the creation of Wisconsin Territory, the Indian country lying east of Wisconsin's eastern boundary, not included in the above delimitation, was added to the Michigan agency by the act approved June 14, 1836 (5 STAT. 36-47).

The above statement is based on the following correspondence as found in NA (ID, OIA): Cass to the Secretary of War, Apr. 26, 1816 (Cass Let. Bk. 1), Puthuff to Cass, May 5, 1817, Bowyer to *id.*, May 9, 1817, Stickney to *id.*, July 26, 1817, Cass to Puthuff, May 10, 1817, to Bowyer, June 21, 1817, and to Jouett, June 26, 1817 (Cass Let. Bk. 2); the Secretary of War to Cass, June 6, 1816 (Sec. War Let. Bk. C), *id.* to Boilvin, Feb. 19, 1820 (Sec. War Let. Bk. D), *id.* to Indian agents, May 29, 1822, and to Cass, Sept. 16, 1822 (Sec. War Let. Bk. E); *id.* to Kinzie, Dec. 9, 1828 (Let. Bk. 5); Hamilton to Doyle, May 25, 1831 (Let. Bk. 7); Herring to Owen Feb. 6, 1832, *id.* to Tipton, Feb. 7, 1832, to Menard, Feb. 7, 1832, to McElvain, Feb. 7, 1832, to Porter, Feb. 8, Feb. 13, and Apr. 10, 1832, and to Schoolcraft, Apr. 13, 1832 (Let. Bk. 8); Kurtz to Porter, Nov. 7, 1832 (Let. Bk. 9); Kurtz to Davenport, Aug. 8, 1833 (Let. Bk. 11); Herring to Porter, July 2, 1834 (Let. Bk. 13); the Secretary of War to White, May 12, 1836 (Let. Bk. 18); Harris to Connor, July 20, 1836 (Let. Bk. 19); the Secretary of War to Cass, Aug. 13, 1821, enclosing *id.* to Latham, same date (Cass Let. Recd.); and Cass to Schoolcraft, July 1, 1822 (Let. Recd., Sault Ste. Marie, 1822-1826).

The following statement was contributed by the Division of Maps and Charts of the National Archives.

"Of the contemporary maps found in The National Archives (Division of Maps and Charts) that relate to the region and period under discussion, only a few specifically show boundaries of agencies. One of these, a map of Indiana (OIA, Map 167, Tube 93), bearing neither title nor date, shows the boundary between the Chicago and Fort Wayne agencies specifically designated as such and is related to the Tipton map of 1824 cited above.

"The lines established by the treaty of Prairie du Chien, 1825, forming part of the boundaries (in the present states of Minnesota and Wisconsin) of the Sault Ste. Marie and Michilimackinac agencies, are included on several maps. Of these the 'Map of the Route & Country passed over by an "Expedition into the Indian Country," in 1832, to the Source of the Mississippi, by Lieut. J. Allen, U. S. Infantry' (OCE, Map Misc. 13 Flat), of which there is also a tracing (OIA, Map 537, Tube 273) of the engraved and reduced version that accompanies the 'Report of Lieut. Allen and H. R. Schoolcraft's Visit to the Northwest Indians in 1832,' House Doc. 323, 23d Cong., 1st Sess., and the 'Sketch of Country betwn St. Croix River and the Grand Fork of the Red River of the North' by B. F.

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These Indians living at a distance from any principal Agency and in the vicinity of the white settlements require some person to protect them from encroachments, which are continually making upon them. Our settlements are now extended within a short distance of Upper Sandusky and already persons are establishing themselves there in defiance of the law and in opposition to the wishes of the Indians. It may be difficult at a remote day to remove them.

Baker, n.d. (OCE, Map I. R. 55), show that part of the treaty line west and north of the Red Cedar River in Wisconsin. The eastern portion of the line is embraced by the 'Map illustrative of the Route of H. R. Schoolcraft, U. S. Ind. A., between Lake Superior and Mississippi River, 1831, by D. Houghton . . .' (OIA, Map 718, Tube 261) and a related map having neither title nor date (OIA, Map 717, Tube 161). The precise location of that part of the treaty line between Otter Tail Lake in Minnesota and the Chippewa River in Wisconsin is laid down on the plat of the 'Survey of a portion of the line called for by the 5th article of the Treaty of Prairie du Chien of the 19th August 1825 . . . under instructions of the Superintendent of Indian Affairs at St. Louis on April 23d 1835 . . . by Jno. L. Bean, Surveyor of Indian boundary lines, Oct. 30th 1835' on the scale of 5 miles to the inch (OIA, Map 201, Tube 204).

"Other maps showing Indian settlements and the boundaries of Indian land cessions provide information that by implication bears directly upon the problem of agency jurisdictions. Considered in terms of the present States involved, these maps comprise several groups.

"For Indiana two maps, without title or date, one showing 'Indian Lands' and 'United States Land' (OIA, Map 748, Tube 272), the other showing various cessions dated between 1809 and 1826 (OIA, Map 139, Tube 51), supplement those previously cited.

"Indian lands in Illinois are represented on two maps. One, 'A Map of all the Lands belonging to the Kickapoo Tribe of Indians in the State of Illinois Ceded to the United States by Treaty Signed at Edwardsville in the State of Illinois July 30, 1819 . . . From the best authorities by Dan'l D. Smith' (OCE, Map I. R. 6), is supplemented by the other, which shows cessions made between 1803 and 1819, some being in Indiana. Without title, it is marked 'Showing Claim of the Piankishaws' (OIA, Map 1074, Tube 679).

"Primarily concerned with southern Wisconsin, but also including northern Illinois, the 'Sketch of the Country between Lake Michigan and Mississippi River taken from the best authorities by L. M. Eller,' n.d. (OCE, Map O 44 and I.R. 48 No. 2), and the 'Map of the boundary line between the ceded and unceded lands surveyed . . . conformably to the stipulations of the Treaty of Prairie du Chien of 1829 by Lucius Lyon' show Winnebago and Chippewa, Ottawa, and Potawatomi lands (OCE, Bdy. 9).

"A map identified as 'Missouri, Crawford & Iowa Counties and the Lead region, 1830, Judge Doty' shows in some detail the Indian settlement in this same area and also in the vicinity of Green Bay.

"The evolution of the Indian situation in the area centering on Green Bay is further defined in several maps showing cessions dating from 1821 to 1836. Earlier conditions are outlined on two untitled maps, one of which (copied in 1828) seems to be a reduction of the other (Senate 20A-D13 and OCE, Map O 15 Roll). The composite picture of cessions made between 1821 and 1831 is shown on the untitled map signed by 'J. V. Suydam, 1831' (OCE, Map I. R. 8 Roll). Later conditions (1832 to 1836) are shown on another untitled map (OIA, Map 236, Tube 502)."

There are other points where a person of more authority than an Interpreter is necessary.

The Subagencies will cost five hundred dollars per annum exclusive of rations.

4. *That a general regulation be adopted extending to all persons bearing office in the Indian Department prohibiting their trading with the Indians.*

There is a provision upon this subject in the act of Congress of March 30th 1802 entitled An Act to regulate trade and intercourse with the Indian tribes. But it is not sufficiently minute in its details extending only to Agents.

It is besides neglected and this neglect is a source of continual mischief.

5. *A small post at Brownstown eighteen miles below here and one at the head of Lake St Clair forty miles above will effectually prevent the Indians from crossing to the British without our knowledge & consent. After these posts are established the Indians should be prohibited from crossing at any other place than this.*

British emissaries and hostile Indians are in the habit of crossing every day at Brownstown. It is only a few days since a party stole Seven horses upon the Miami and passed over at the mouth of the river. By requiring the Indians to come here to cross, they will be prevented from taking over horses and we shall be enabled to ascertain with precision their views and objects.

6. *That the Wyandots Shaunese, Potawatamies of Lake Michigan Chippeways, and Ottawas receive their Annuities here and that the Miamies receive their's at Fort Wayne.*

All the Indians in this Country are connected in this quarter except the Miamies. This is the most convenient place for us to pay and for them to receive their annuities.

So far as I can ascertain there is no systematick arrangement upon this subject. I cannot find that any of the Indians have received their annuities since 1811. Unless some particular place is designated where these annuities shall be paid, it will be difficult to know in what state they are. It is also impossible here to discover what is the amount of the Annuities due each Nation. I request that an Abstract exhibiting the amount of the annuities and the kind of payments to be made may be forwarded to me.

7. *That the annuities due to the several Nations be immediately forwarded, and that arrangements be made to have this done annually.*

The considerations upon this subject are too obvious to require any observations; The propriety of punctually fulfilling our engagements with them cannot be doubted. It is necessary where money is to be paid them, that it be forwarded in specie. Paper is valueless with them

8. *That instructions be given to remove all persons from the reserves.*

The policy of permitting settlers to form permanent establishments upon these reserves is not here to be considered. It is with reference to their effect upon our intercourse with the Indians that I introduce it. I am informed by the Agents, that people in this situation are much in the habit of interfering with the Indians, of selling them Whiskey and of destroying the effect of salutary measures.

9. *That a body of Interpreters be kept constantly travelling through the Indian Country to counteract improper impressions, to apprehend and bring in unlicensed traders and to give notice of any movements among the Indians*

The interpreters employed in this Country are active young men, most of them connected by marriage or consanguinity with the Indians and all of them possessing considerable influence. Merely to be the medium of intelligence between us and the Indians is the smallest part of their duty. They are wanted to traverse the Indian Country to reside at the larger villages, to communicate daily and hourly with the Indians, to remove the effect of improper representations, to keep an eye upon British emissaries, to bring in unlicensed traders, to search for and recover stolen horses, to serve as expresses in the uninhabited Country, to collect the Indians at Councils and Treaties. And generally to form the link of Communication between them and us.

These duties are important and can be performed only by this description of people. The pay of each Interpreter is a dollar a day and the annual expense is about equal to that of two soldiers. But in the duties which each Can perform there is no comparison. One Interpreter is a much more efficient force in the Indian Country or upon the frontiers than any ten Common Soldiers.

The former can penetrate the country in all directions can meet the Indians in their own way and foil them at their own weapons. With equal activity, equal sagacity more energy and more perseverance, they can encounter and defeat them. A knowledge of their superiority gives them a spirit of boldness and enterprize, Many examples of which were displayed during the War.

It is the result of my deliberate judgement that the peace of the frontiers cannot be so easily and cheaply secured as by the employment of young men, who speak the Indian language and are connected with them. Their fidelity is unquestionable. and independant of their own strength, they are always attended by a party of friends and relatives ready to receive impressions from them.

10. *That presents be distributed to the Indians.*

If it be considered an object to secure the attachment of the Indians and to prevent a recurrence of the scenes we have lately witnessed it

is the part of true wisdom to effect this object in a manner best calculated to combine economy with security.

I am informed by an intelligent man well acquainted with the British Indian Department, that previous to the War, presents to the Amount of Eighty thousand pounds were annually distributed at Malden. I will not hazard a conjecture how many millions these presents have saved them or cost us. Nor do I deem it necessary to expend any thing like this sum. Twenty Thousand dollars worth of goods of a proper quality and judiciously distributed every year, would effect a salutary change in the minds of the Indians. We must use the same weapons that are used against us. Principal Chiefs and influential young men, ought to receive a stated amount, by which they may be drawn to our interest. And this must be done without the knowledge of the others, for a disclosure would excite jealousies which might destroy their influence and endanger their safety.

It is in this way that the British have obtained an ascendancy over them, which has produced such important results. Among the papers, captured at the defeat of Proctor and forwarded from this place to the Government in 1813 was a roll containing a list of the Chiefs in the British pay. By it we discovered that many Principal Chiefs of several tribes received an annual stipend from them.

Troops and expeditions against Indians are expensive in the onset and uncertain in the result. The strong passion for wealth which is common to all savages renders them much more accessible. By appealing to it, I am convinced we shall obtain peace and security with more economy and certainty, than by any resort to physical force.

GOVERNOR CASS TO EDWARD TIFFIN

[GLO: SGO, Letters Recd., v, 1815: LS¹¹]

DETROIT *July 21st* 1815.

DEAR SIR, The Indian Chiefs interested, in the Lands sold at the Treaties of Brownstown and Detroit are fast collecting at this place. I have very little doubt of prevailing upon them to accompany the Surveyors in running the lines. I shall agree with them upon a certain time on which the surveyors will meet them at the Mouth of the Au Glaize River. I trouble you now, that you may have Surveyors in readiness to attend at the stipulated time, of which and of all the arrangements I will advise you by express.

I shall probably accomplish the object within a week.

¹¹ There is a copy in the Madison Papers (LC).